

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

GUATEMALA

**PROGRAM FOR INSTITUTIONAL STRENGTHENING OF THE
NATIONAL INSTITUTE OF STATISTICS, AND THE 2002-2003
NATIONWIDE CENSUSES
(ELEVENTH POPULATION CENSUS, SIXTH HOUSING CENSUS
AND FOURTH AGRICULTURE CENSUS)**

(GU-0170)

LOAN PROPOSAL

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BASIC SOCIOECONOMIC DATA

For basic socioeconomic data, including public debt information, please refer to the following address:

English:

<http://www.iadb.org/RES/index.cfm?fuseaction=externallinks.countrydata>

Spanish:

<http://www.iadb.org/RES/index.cfm?fuseaction=externallinks.countrydata>

ABBREVIATIONS

ECLAC	United Nations Economic Commission for Latin America and the Caribbean
ENCOVI	Living conditions survey
ENEI	National employment and income survey
ENIGFAM	Family income and expenditure survey
INE	National Institute of Statistics
INEGI	National Institute of Statistics, Geography and Information Technology (Mexico)
IPC	Consumer price index
IPCO	Index of construction equipment and machinery prices
IPP	Producer price index
MECOVI	Program for the Improvement of Surveys and the Measurement of Living Conditions in Latin America and the Caribbean
NGO	Non-governmental organization
SEGEPLAN	General Planning Secretariat
SEN	National statistics system
SIEH	Integrated household surveys system
SIIS	Integrated social indicators system
UE	Executing unit
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
USAID	United States Agency for International Development
USCENSUS	United States Census Bureau



GUATEMALA

IDB LOANS

APPROVED AS OF OCTOBER 31, 2002

	<i>US\$Thousand</i>	<i>Percent</i>
TOTAL APPROVED	2,501,976	
DISBURSED	1,949,206	77.9%
UNDISBURSED BALANCE	552,771	22.1%
CANCELLATIONS	254,273	10.2%
PRINCIPAL COLLECTED	763,813	30.5%
APPROVED BY FUND		
ORDINARY CAPITAL	1,801,500	72.0%
FUND FOR SPECIAL OPERATIONS	629,214	25.1%
OTHER FUNDS	71,262	2.8%
OUTSTANDING DEBT BALANCE	1,185,393	
ORDINARY CAPITAL	783,262	66.1%
FUND FOR SPECIAL OPERATIONS	395,601	33.4%
OTHER FUNDS	6,530	0.6%
APPROVED BY SECTOR		
AGRICULTURE AND FISHERY	181,764	7.3%
INDUSTRY, TOURISM, SCIENCE TECHNOLOGY	213,154	8.5%
ENERGY	322,219	12.9%
TRANSPORTATION AND COMMUNICATIONS	437,644	17.5%
EDUCATION	65,628	2.6%
HEALTH AND SANITATION	302,007	12.1%
ENVIRONMENT	64,300	2.6%
URBAN DEVELOPMENT	225,288	9.0%
SOCIAL INVESTMENT AND MICROENTERPRISE	250,593	10.0%
REFORM PUBLIC SECTOR MODERNIZATION	437,615	17.5%
EXPORT FINANCING	1,764	0.1%
PREINVESTMENT AND OTHER	0	0.0%

* Net of cancellations with monetary adjustments and export financing loan collections



Inter-American Development Bank
Regional Operations Support Office
Operational Information Unit

Guatemala

Tentative Lending Program

2002

Project Number	Project Name	IDB US\$ Millions	Status
GU0133	Priority Basin Natural Resources	40.0	APPROVED
GU0119	Financial Sector Reform Program II	200.0	APPROVED
GU0158	Labor Market Program	10.0	APPROVED
GU0155	Program Against Urban Poverty	46.8	APPROVED
*GU0151	Capital Expen. Electricity Distribution	25.0	
GU0170	Housing / Population Census	22.0	
Total - A : 6 Projects		343.8	
TOTAL 2002 : 6 Projects		343.8	

2003

Project Number	Project Name	IDB US\$ Millions	Status
GU0126	Rural Electrification Program	92.0	
GU0150	Rural Water Investment Program	50.0	
GU0172	HIV program	20.0	
Total - A : 3 Projects		162.0	
GU0143	Modernization of National Congress	12.0	
GU0154	Microcredit Global Program	15.0	
GU0171	Electric Interconnection between Guatemala and Mexico	30.0	
GU0157	Pov. Red. Strat Implementation	30.0	
GU0164	National System Services and Goods Contr.	6.8	
Total - B : 5 Projects		93.8	
TOTAL - 2003 : 8 Projects		255.8	
Total Private Sector 2002 - 2003		25.0	
Total Regular Program 2002 - 2003		574.6	

* Private Sector Project



INTER-AMERICAN DEVELOPMENT BANK
Regional Operations Support Office
Operational Information Unit

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STATUS OF LOANS IN EXECUTION AS OF OCTOBER 31, 2002

(Amounts in US\$ thousands)

APPROVAL PERIOD	NUMBER OF PROJECTS	AMOUNT APPROVED *	AMOUNT DISBURSED	% DISBURSED
<u>REGULAR PROGRAM</u>				
Before 1996	2	41,900	41,265	98.49%
1996 - 1997	7	152,810	126,370	82.70%
1998 - 1999	9	431,672	163,887	37.97%
2000 - 2001	5	74,320	258	0.35%
2002	4	296,800	120,000	40.43%
TOTAL	27	\$997,502	\$451,780	45.29%

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(ELEVENTH POPULATION CENSUS, SIXTH HOUSING CENSUS AND FOURTH
AGRICULTURE CENSUS)**

**(GU-0170)
EXECUTIVE SUMMARY**

Borrower:	Republic of Guatemala	
Executing agency:	Ministry of the Economy, through the National Institute of Statistics (INE)	
Amount and source:	IDB (OC):	US\$25.0 million
	Local:	US\$ 3.4 million
	Total:	US\$28.4 million
Terms and conditions:	Amortization period:	20 years
	Grace period:	5 years
	Disbursement period:	Minimum 3 years
		Maximum 5 years
	Interest rate:	variable
	Inspection and supervision:	1%
	Credit fee:	0.75 %
Objectives:	Currency:	US dollars under the Single Currency Facility
	<p>The specific objective of this program is to generate reliable, timely and necessary statistical information for the adoption of public policies; to make it possible for the private sector to play a major role in recovering costs through the sale of surveys, and in providing feedback on the quality of statistical data; and to implement the population, housing and agriculture censuses.</p> <p>Achievement of this objective will involve updating the country's statistical cartography. This is crucial for organizing enumeration processes in the integrated nationwide population, housing and agriculture censuses, and to define the sample framework for future household surveys.</p>	
Description:	The program is divided into two components: (i) institutional strengthening of the National Institute of Statistics (INE); and	

(ii) nationwide censuses (eleventh population census, sixth housing census and fourth agriculture census).

Component I: Institutional strengthening (US\$4,819,160). This consists of INE strengthening and training, development of the household surveys system, and studies on reform of the National Statistics System (SEN) and installed computer capacity.

Component II: Population and Housing Census (US\$15,276,792), **and Agriculture Census** (US\$5,389,048). This component includes all pre-census activities, together with cartographic updating, enumeration and post-census activities for both events.

The Bank's country and sector strategy:

The Bank's strategy for Guatemala highlights the following priority areas: (i) State modernization and governance; (ii) economic growth, stability and competitiveness; and (iii) support for social investment to promote equity, social protection and human capital development. The eleventh population, sixth housing and fourth agriculture censuses nationwide will support these priorities, by generating essential information for adopting policies in the fight against poverty and the provision of social services.

Coordination with other development institutions:

Activities were carried out to coordinate the various programs for sector development and strengthening with other development institutions. The donor community is currently working on development of digital cartography and on the Program for the Improvement of Surveys and the Measurement of Living Conditions (MECOVI) in Guatemala, supported by the World Bank, ECLAC, and the IDB, among other institutions.

Environmental and social review:

No negative environmental or social effects are anticipated as a result of program execution.

The data gathered and processed in the census operation will be useful in identifying zones of poverty, indigenous populations and minority groups, as well as areas with a deficit in or demand for public services of all kinds, and areas of social inequality in terms of land use and tenure. Information on natural resources and environmental conditions is also expected to lead to better management of natural resources.

Benefits:

The benefits of the program are varied, because it will initiate an institutional reform and strengthening process in INE aimed at making it financially sustainable. The census data will be used for a variety of purposes by public and private institutions, national and international alike. The program will also benefit the Guatemalan population at large, by providing the data needed to formulate and implement policies, strategies, plans and programs for development and to fight

poverty. In addition, for smaller geographic units, such as municipios and municipal districts, the census is practically the only statistical research source available, since surveys are not statistically representative at those levels, and administrative records only cover the supply of services such as health and education.

Risks:

A potential risk is that supervision capacity may be insufficient at the departmental, municipal and district levels. Supervisors and instructors have been contracted, however, and training is being provided for leaders of enumeration groups at the urban and rural levels. Another risk concerns a potential lack of political will to see the census process through. On this point, the government has accorded the census emergency status, declaring it priority number one; and it has also assigned the resources needed to implement it. The United States Census Bureau (USCENSUS) has certified the technical quality of the census, and of the staff involved in preparation, coordination and implementation of the program. Lastly, a Bank-supported program is being carried out to raise awareness and social recognition in communities and civil society, in order to avoid absenteeism. For the same reason, census-enumeration staff will be assigned to the zones in which they live, rather than the establishments in which they work or study. This will reduce risks of absenteeism and facilitate operational oversight and logistics.

Special contractual clauses:

Conditions precedent to the first disbursement: Through the executing agency, the borrower will present evidence to the Bank's satisfaction that: (i) an agreement has been signed, whereby the borrower transfers program funds to the executing agency to carry out the planned activities [see paragraph 3.2]; (ii) the services of USCENSUS have been hired [see paragraph 3.11]; and (iii) the executing agency has hired the United Nations Population Fund (UNFPA) to support and supervise the hiring of staff and the procurement of materials needed to carry out the program activities [see paragraph 3.9].

For execution: The borrower undertakes to increase budgetary funding to guarantee the program's financial sustainability, in accordance with the timetable and work plan agreed between the borrower, the executing agency and the Bank [see paragraph 4.3].

Reimbursement of previous expenses charged against the Bank loan: The Bank may only recognize as part of the loan up to US\$11.4 million equivalent in expenses incurred by the executing agency as of 1 May 2002 for activities for updating census cartography, supporting documentation for census activities, training census canvassers, preparing the census enumeration form and related activities, and hiring the canvassers and other staff necessary to carry out the activities, exclusively for the eleventh population census and

sixth housing census referred to in component 2. Such expenses must meet the requirements established in the loan contract and be certified by the UNFPA and USCENSUS [see paragraphs 2.28 and 2.29].

Poverty-targeting and social sector classification:

This operation does not qualify as a social-equity enhancing project, as described in the key objectives for Bank activity set forth in the Report on the Eighth General Increase in Resources (document AB-1704).

Exceptions to Bank policy:

See the section on procurement, below. In addition, it is requested that for the purposes of census enumeration activities, the maximum revolving fund percentage be raised to 20% [see paragraph 3.21].

Procurement:

The hiring of consulting services and the procurement of goods and related services will be carried out by the executing agency, through the INE, in compliance with the relevant Bank policies and procedures. International competitive bidding will be required for consulting of services more than US\$200,000 equivalent. International competitive bidding will be required for the procurement of goods and related services costing US\$250,000 equivalent or more. Procurement of goods and related services for smaller amounts will be subject to the provisions of current national legislation, provided these do not conflict with Bank policies and procedures. The program does not entail the construction of civil works. Annex II presents the tentative procurement plan for the various program components.

As an exception to international competitive bidding procedures, it is proposed that the executing agency be allowed to hire the services of UNFPA and USCENSUS without a competitive procedure. This procedure is allowed under section GS-403 of the Procurement Manual, since Bank procedures would be followed [see paragraph 3.9c and 3.11].

The activities under component II call for a large number of low unit-cost and low-skill support services that do not really qualify as consulting. It is proposed that the hiring of such services be subject to guidelines established by the executing agency, which uphold principles of competitiveness, transparency, economy and efficiency. Its hiring system has the following main characteristics: (i) a widely publicized call for proposals for all support services to be contracted, indicating the requirements to be satisfied by applicants (selection criteria, fees, means of payment and contracting period) together with the model contract to be used; and (ii) a generic description of the functions to be carried out in each of the eligible service categories. Such hirings may be reviewed by the Bank on an ex post basis in this specific case.

I. REFERENCE FRAMEWORK

A. Background

1. The National Statistics System (SEN)

- 1.1 The National Statistics System (SEN) comprises the statistical offices of public institutions that produce primary data, together with user organizations and central agencies responsible for data collection and processing. The main actors in the system are: the National Institute of Statistics (INE), which is the lead agency with responsibility, among other things, for carrying out censuses and surveys, and for sectoral and demographic statistics; the Central Bank of Guatemala, which is responsible for national accounts and macroeconomic forecasting; the Ministry of Finance, which generates information to support economic policy; the Ministry of Economic Affairs, the General Planning Secretariat (SEGEPLAN), the Integrated Social Indicators System (SIIS); and the statistical departments or offices of other public bodies that record the system's primary information.
- 1.2 Against this backdrop, Guatemala is making major efforts to improve living conditions for all its population. The government has made the fight against poverty the central hub of its administration, so the need for accurate, timely and continuous data on population, housing and agriculture indicators, is crucial for appropriate decision-making. Information is also needed to establish objectives, design action programs, target interventions, identify and prepare projects, and lastly, to monitor and evaluate the results and impacts achieved.
- 1.3 In view of the importance of statistical production, the country is keen to strengthen its statistical system, as evidenced by several programs supported by international bodies. These include the IDB—in the Program for the Improvement of Surveys and the Measurement of Living Conditions (MECOVI-Guatemala)—as well as the World Bank, ECLAC, the United Nations Population Fund (UNFPA), the United States Agency for International Development (USAID) and the United Nations Development Programme (UNDP). The aim is to create conditions to raise the level of national debate and decision-making on social and economic policies; and improve their implementation and monitoring, which at present are not always based on timely and reliable information.
- 1.4 Despite this endeavor, the government has faced a variety of economic difficulties and fiscal constraints, which have led to cutbacks in financial and human resources at information-supplying institutions, including INE itself. A second factor is the absence of formal and effective coordination mechanisms, both with information providers and with interested parties (statistics users in the State apparatus itself, as well as in the private sector and civil society), to achieve a virtuous circle in design, collection, production, analysis etc. Thirdly, in the context of a weak statistical culture, the public-good nature of statistics has prevented alternative means of financing data production being developed. Fourthly, increasing demand for

information has been generated, as a result of: (i) reform of the fiscal system; (ii) incipient or scant decentralization of human resource use; (iii) introduction of targeting strategies in social programs; and (iv) the inherent requirements of a free market economy.

2. Institutional diagnosis of INE

- 1.5 To address these problems, INE must prepare a diagnostic study and an institutional strategic plan that include an evaluation of its current structure and human resource needs. It must also draft a functional organic regulation to enable it to optimize resource use and enhance the quality of its products. These proposals may serve as a framework to design a medium- and long-term strategy for institutional development.
- 1.6 At the same time, the government has decided to implement an institutional strengthening program in INE, to address with the new demands facing the country, and to finance the systemization of household surveys. The latter are vital for sustaining the sociodemographic statistics subsystem between censuses, and for satisfying the demand for data for social policy-making. Accordingly, the objectives and scope initially envisioned for this project were broadened to lay the foundations for a modern, reliable statistical information system. This will be more self-financing and have the flexibility and capacity needed to respond to demands from government and society at large.
- 1.7 INE is public law body, with its own legal status, attached to the Ministry of Economic Affairs. It has a Central administrative headquarters located in Guatemala City, employing 281 full-time staff, and the following eight regional coordination offices: Metropolitan, with a staff of eight, North with a staff of six, North East with 10, South East with eight, Central with eight, South West with 14, North West with six and Peten with a staff of 17. There are also 22 departmental delegations: one in each department. Of the 281 employees working at, 84 are engaged in administrative tasks—a number which by their own estimates is surplus to requirements. On the other hand, there are too few high-level technical staff, especially in the demography, statistics and cartography areas.
- 1.8 Despite the existence of substantial statistics production, INE faces a growing gap between information produced and that demanded, and in the credibility of some of its key products. The reasons for this include institutional weakness, which has prevented INE from implementing institutional arrangements guaranteeing its autonomy, and the disorganization that plagues the system because of the absence of formal and effective coordination mechanisms. The legislation that created the SEN does not define the system but only attributes functions; this generated an institutional vacuum that was filled by a variety of public bodies as needs arose in the country, ultimately resulting in a juxtaposition of agencies all carrying out similar tasks.

- 1.9 In addition, the economic difficulties and fiscal constraints that the government has faced during the last decade, led to substantial cuts in the financial and human resources available to data-supplying institutions, INE in particular. Associated with this, the concept of statistics as an exclusively public good has hindered the development of other means of financing data production. Lack of resources aggravated pre-existing shortcomings in official institutions for generating trustworthy administrative records, and this function in practice was left to INE. The economic factor also contributed to a gradual deterioration of human resource development systems, both in INE and among primary data suppliers, and to the obsolescence of computer systems in the leading agencies.
- 1.10 Nonetheless, at the same time greater demand for information has been generated by (i) decentralization in resource use; and (ii) the incorporation of targeting strategies in social programs.

3. Household and agriculture surveys, and short-term indicators

- 1.11 Household and agriculture surveys are the most important sources of information in the periods between successive population, housing and agriculture censuses, providing information on the march of progress in general. In particular, they are an important source of information about the behavior of employment and unemployment throughout the country; for measuring and identifying the determinants of the population's living conditions; and for insight into the structure of household income and consumption. Population, housing and agriculture censuses provide the sampling framework needed to implement the household and agriculture surveys. They can also be used to complement sample surveys for the purpose of defining indicators for smaller geographic areas, which is a type of information increasingly demanded by local and regional governments.
- 1.12 INE has useful experience in running household surveys. It has periodically conducted the National Family Income and Expenditure Survey (ENIGFAM) during 1998-99, as well as the Program for the Improvement of Surveys and the Measurement of Living Conditions (ENCOVI) in the Republic of Guatemala, which includes the Integrated Household Surveys System (SIEH). The latter has been run every year since 1999 to obtain information on the population's living conditions, employment, income, expenditure and mother-child health (the latter in 2000).
- 1.13 The profound changes that have occurred in relative prices, compounded by the economic situation generated by the crisis of recent years, have altered the structure of household income and expenditure, and made it necessary to revise the various standard consumption baskets used to compile statistics. The index of construction prices also needs to be updated. In addition, much of the producer prices index covering the agriculture and fishing sectors, needs to be updated and reformulated because its directories are not representative. The same problem affects the

employment and income index, as the directories on which the continuous economic surveys are based are also obsolete.

- 1.14 Accordingly, there is a need to update and consolidate a system of household and agriculture surveys, covering immediate and other information requirements for the design and formulation of economic and social policies. Short-term indicators are also needed that faithfully reflect the behavior of prices facing consumers and economic activities, together with systematic and up-to-date information on the dynamic of the labor market.
- 1.15 There is patent need to strengthen capacities in Guatemala to improve the production, organization, dissemination and utilization of survey data. The main factors that limit the quality and availability of this type of information, and access to it, include the following: (i) low levels of human resource training in the methodologies used to produce household and agriculture surveys, and in data processing techniques and analysis of the information thus generated; (ii) lack of a suitable information technology infrastructure; (iii) lack of methodological frameworks and systematic operating procedures; (iv) lack of standardized concepts; (v) non-existence of mechanisms to channel information in a broad and timely fashion to the various user organizations; and (vi) scant interaction with users in identifying the country's real information needs.
- 1.16 On the other hand, the country has developed an Integrated Social Indicators System (SIIS) that generates continuous information of major importance for supporting public policies. The continuity of this system requires that the basic data fed into it, for the purpose of estimating socioeconomic indicators, be kept permanently up-to-date. The main civil-society users (NGOs, universities, etc.) have expressed their need for quality and timely household data.

4. Installed computer capacity

- 1.17 INE has a group of technical staff working in information technology, but this is insufficient to meet the institution's support needs in processing large volumes of information. The main hindrances in this area are a deficient and mostly obsolete equipment base, and the non-existence of a data network and telecommunications infrastructure linking the eight regional and 22 departmental offices. In practice this seriously hinders data capture, analysis and dissemination in an organized and timely fashion.

5. The population, housing (places of habitation), and agriculture census

- 1.18 Article 28 of the INE charter (Ley Orgánica del INE de Guatemala, of 15 January 1985) makes it the responsibility of the INE to implement population, housing (places of habitation) and economic censuses. In that context, through Government Resolution 434-2001 of 23 October 2001, the government proclaimed the need to

hold the eleventh population census, the sixth housing census and the fourth agriculture census for 2002-2003, classifying this as a national emergency and urgency and making it a top government priority.

- 1.19 The censuses are the largest-scale statistical operations a country is normally faced with. They represent the primary source of the basic population, housing, and agriculture statistics used in national social and economic plans. They involve collecting, capturing, verifying, organizing and publicizing data on the housing, demographic-economic-social and agricultural characteristics of each of the country's inhabitants at a given moment in time.¹ In the specific case of the agriculture census, the aim is to provide the country with basic and timely information about its agricultural structure, land use and tenure; and on the main characteristics of production units, the type and diversity of products, origin and destination, volume of production, agricultural production areas, and environmental conservation.
- 1.20 Census data are even more useful when formulating policies that call for a redefinition of the legal-administrative structure of national territory. In particular, the result of the Nationwide Population Census will have a decisive impact on application of the Special Distribution Act, which provides for the transfer of a percentage of central government revenues to municipal authorities; and also when formulating and updating public policies to combat poverty.
- 1.21 The topics to be investigated in censuses should cater to users' proven needs, taking cost-effectiveness considerations into account. The enumeration units and some of the topics to be examined in the 2002-2003 censuses will include: (i) place of habitation: type of location, construction materials used, number of households in the place of habitation; (ii) households: services installed, number of rooms, kitchen, cooking fuel, elimination of waste, prevalence of disability, economic activity of the household, number of household members; and (iii) population: sex, age, household composition, literacy levels, education level, school attendance, native languages spoken, ethnic origin, migration, employment, economic activity, category and occupational group of those employed, marital status and fertility; and (iv) agriculture: social inequalities in land use and tenure, main characteristics of agriculture production units, type and diversity of products, origin and destination, production volume, agriculture production areas and environmental conservation.

¹ The following are essential characteristics of censuses: (i) **universality**: they should cover the country's entire territory and all the enumeration units in existence at the time of census-taking; (ii) **individual enumeration**: they should register the characteristics of each enumeration unit individually, and allow for multiple-entry classifications, while maintaining statistical secrecy. In other words, the data is collected for each enumeration unit, but only the characteristics are processed, without identification; (iii) they should be **simultaneous** throughout the country, and be completed in the shortest possible time to avoid duplications or omissions; and (iv) **defined frequency**: they should be carried out at regular intervals, if possible every ten years, to keep the information up-to-date and to identify trends and characteristics, making it possible to evaluate the impact of development programs and project future trends.

- 1.22 In all its stages, the census requires a profound awareness of the population, and its institutions and authorities. Estimation of the necessary human resources, their recruitment, training and subsequent appraisal all need to be dealt with in advance to ensure the timely availability of personnel trained for the census-taking task. Staff should be provided with cartographic material, together with quality instructions giving them proper guidance in their fieldwork and back-office activities.
- 1.23 Physical resources, such as means of transport, office installations and improvements, and upgrading of the installed computer capacity, should also be carefully budgeted in advance. Following the census enumeration, a major effort needs to be made to ensure its data are accessible to all public and private users. Efforts also need to be made to ensure adequate utilization of the results at both national and local level, especially in view of ongoing decentralization trends in government and public action.
- 1.24 The INE has long experience of running censuses, including carrying out the most recent one in 1994. On that occasion, the enumeration, processing, analysis and publication targets were all completed satisfactorily, with the national and departmental results being published in late 1996. Notwithstanding this technical and operational experience, there are also a number of deficits in terms of skilled human resources in specific areas, and in physical infrastructure, computer equipment, resources for transport during census operations, as well as modern media for data capture, codification, storage and distribution.
- 1.25 Despite these shortcomings, the INE has carried out a large part of the pre-census tasks, and already has detailed timetables available for all activities up to the end of 2003. Progress has also been made in achieving interagency consensus, consultation with international bodies, and cartographic updating; and an ad hoc administrative organization has been set up for the census. With regard to planning tasks, INE has already defined the census methodology, and has prepared the census enumeration form and the detailed activities budget. The pilot census has also been designed, covering some 26,000 homes distributed across the country; this was held between the last week of April and the first week of May this year.

B. The country's strategy in the sector

- 1.26 INE institutional strengthening will have a positive impact not only by initiating the SEN modernization process, but also enabling the lead agency to coordinate modernization while implementing the censuses scheduled for 2002-2003. A program on this scale involves costs that exceed the country's current budget possibilities.
- 1.27 The government has decided to adopt a strategy for strengthening INE, which, given current budgetary and institutional conditions, is expected to focus on the

following: (i) enhancing certain products that have an multiplier effect throughout the system; (ii) strengthening to prepare the institution to cope with the demands of the new SEN; and (iii) promoting discussion on the future profile of the statistics system, based on a diagnosis of its current state.

C. The Bank's strategy in the sector

- 1.28 The Bank's current strategy for Guatemala emphasizes the following priority areas: (i) State modernization and governance; (ii) economic growth, stability and competitiveness; and (iii) support for social investment to promote equity, social protection and human capital development.
- 1.29 The program proposed here fits into this strategy, by supporting the State modernization process, providing crucial information for the private sector, and supporting the development and monitoring of social programs. This will help to improve the quality of State decisions in terms of the impact of public resources. The Bank has begun to provide its support, against this backdrop, financing a social marketing program aimed at completing the preparatory activities currently underway. The operation under discussion here will provide continuity for these activities, and cover everything to with the census cycle, among other issues.

D. Program strategy

- 1.30 The program proposed here fits into the Bank's strategy for the country, since it will support the State modernization process, provide crucial information for the public and private sectors, and support the development and monitoring of social programs, thereby helping to improve the quality of State decisions on the impact of public resources.

E. The Bank's experience

- 1.31 The Bank has previous experience in institutional reform programs and in providing support for census design. The latter includes technical cooperations for Argentina (AR-0261), Bolivia (BO-0189), Honduras (HO-0206), Nicaragua (ATN/TF-4736), Paraguay (PR-0130) and Suriname (SU-0025). This operation draws on the Bank's experience on both fronts to strengthen INE in its leading role and lay foundations for a modern national statistics system.
- 1.32 The Bank has also been providing technical support for the creation of micro-databases, the development of digital cartography and a geographic information system, through an IDB/CELADE regional technical cooperation program (ATN/TF-4098-RG and ATN/TF-5827-RG).
- 1.33 Drawing also on the experience of other bodies, this operation has made use of the developments and methodological proposals of the Program for the Improvement of Surveys and the Measurement of Living Conditions in Latin America and the

Caribbean (MECOVI), supported by the World Bank, ECLAC and IDB. The operation also has been coordinated with Guatemala's Integrated Social Indicators System.

- 1.34 The Bank has approved the technical cooperations ATN/SC-6835 and ATN/JC-7322, for a total of US\$748,000, to assist the country in carrying out household surveys, and for the information and data management system; coordination between the two programs is expected, especially in the social statistics area. These two operations are intended to help strengthen the sampling area and boost capacity to implement surveys of living conditions in the MECOVI framework. Similarly, ATN/SF-7849-GU (for US\$150,000) was also approved to support a social marketing program to encourage participation by citizens and civil society organizations in the formulation and execution of the census.

II. THE PROGRAM

A. Objectives

- 2.1 The aim being pursued by this operation is to support the Government of Guatemala in developing its national statistics system, and hence in obtaining, processing and storing essential statistics, in order to facilitate management decision-making by government and the private sector, through implementation of the program.
- 2.2 The program's specific objective is to generate reliable, timely and necessary statistical information to facilitate the adoption of government public policies; and to enable the private sector to play a major role in potentially recovering costs through the sale of surveys and in providing feedback on the quality of statistical data.

B. Description

- 2.3 The program is structured in two components: (i) INE institutional strengthening; and (ii) nationwide censuses (eleventh population census, sixth housing census and fourth agriculture census).

1. Component: INE institutional strengthening (US\$4,819,160)

- 2.4 This component encompasses two classes of activities. The first are preparatory to INE institutional strengthening, complementing progress made thus far, and will relate to training and equipment in the census, survey and indicator areas. The second group of activities aim to identify SEN needs in terms of interagency relations, unmet needs among primary data producers, product quality, etc.

a. INE strengthening

- 2.5 Completion of the census, together with development of the SIEH and short-term indicators, will substantially increase INE technical capacities. In addition, the following activities will lay the foundations for further institutional development, focusing on the supply and demand for products and services:
 - a. Design and initiate preparatory actions for an institutional change process to redefine INE products and services, organize statistics generation processes, design an organizational structure consistent with these changes and a system for recording relevant costs, and review the pay and incentives system.
 - b. Explore possibilities for broadening and consolidating INE financial sustainability, by developing a strategy to differentiate between the public and

private types of statistical product. This will make it possible to develop co-financing mechanisms with respect to the first type, and policies for the sale of services demanded by specific sectors of society, with regard to the second. Nonetheless, as the development of a modern national business sector is as yet relatively incipient, and public and social institutions are not over-endowed with resources, it is likely that the sale of information would be marginal as a financing source for the institution, at least to start with.

- c. Strengthen regional offices in the production of local statistics, by training their human resources and upgrading the installed computer equipment.

b. Preparatory activities for SEN development

- 2.6 In order to design a program to develop a new national statistics system, capable of generating a level of confidence sufficient for its products be validated and recognized by customers or users, the following studies carried out will include the following:
 - a. Conduct a diagnostic study of the INE.
 - b. Review of the institutional legal framework and design of changes needed to increase SEN autonomy, and make it possible to sell private statistical goods on a commercial basis.
 - c. Prepare a strategic plan.
 - d. Systems of staff intake, selection, promotion and retention by the institutions comprising the SEN.
 - e. Potential public-private collaboration mechanisms.
 - f. Implementation of a survey among users/customers of the system's main products, and of products demanded; and development of new technical areas associated with these.
 - g. Evaluation of the primary data production, processing and dissemination chain, and the availability of infrastructure and equipment.
 - h. A strategy to strengthen the electronic dissemination of statistics.
 - i. Evaluation of and proposal for change in statistics produced from administrative records; seminars held to generate consensus, aimed at catalyzing decisions on system consolidation.
- 2.7 Several public bodies generate statistics from administrative records without consolidating them; and in practice this responsibility has been shifted to the INE,

thereby overloading it. Accordingly, an inter-institutional cooperation experience will be carried out between the INE and Education and Health Ministries. This will serve as a pilot scheme for redefining the responsibilities of other data-collecting bodies; and for making a proposal for the rationalization of processes, reform of regulatory framework, and requirements for training and technical support (Population and housing census component).

c. Integrated household surveys system (SIEH) and short-term indicators

- 2.8 The SIEH encompasses ENIDFAM, ENCOVI, and ENEI. This component aims to improve SIEH as such, enhancing the technical capacity of information producers and users, and interaction between them; and make the information generated more accessible.
- 2.9 The short-term indicators system includes the Consumer Price Index (IPC), the Producer Price Index (IPP), the Index of Construction Materials, Equipment and Machinery Prices (IPCO), and ENEI, whose bases and instruments will be modified and upgraded.

(i) Improvement of the integrated household surveys system (SIEH)

- 2.10 The objective of this activity is to contribute to the creation of databases making it possible to monitor policies on employment, the structure of family budgets and the population's living conditions.
- 2.11 The purpose of ENEI is to provide up-to-date information on the dynamic of employment and unemployment in the country's urban areas. ENIDFAM is intended to obtain information on the structure of family budgets, for the purpose of assessing the standard of living of the population. ENCOVI obtains information on the social and economic characteristics of individuals and households, in order to measure the level and determinants of welfare.
- 2.12 INE will also be supported in developing new methodologies for ENEI, with specific frameworks for sampling and field operations. The project will support definition, design and execution of ENIDFAM and ENCOVI, to be held between 2003 and 2004.
- 2.13 This will entail carrying out the following activities: (i) identification of the topics, frequency and best uses of information produced; (ii) preparation of a typology and stratification of the population by geographic and socioeconomic criteria, based on the results of the census; (iii) development of applications from the geo-referenced information system; (iv) revision and/or redesign of survey questionnaires and manuals, based on an analysis of previous surveys, and in the light of national information priorities; (v) reconciliation of the basic SIEH concepts and definitions

- with international standards and procedures, and with the most important national sources (such as administrative records), in order to improve regional comparability and encourage the exchange of methodological experiences with other countries, in addition to horizontal cooperation; (vi) development of methods, processes and systems to control data quality and consistency; (vii) development of systems for administration, management and oversight of operational processes in household surveys, in order to measure progress and compliance with activities; (viii) training of canvassers (enumerators) and supervisors; (ix) organization and implementation of fieldwork; (x) documentation and systemization of household survey databases and manuals; (xi) implementation of a system for database validation and purging; (xii) documentation and systemization of all household survey processes, and the creation of a databank; and (xiii) organization and processing of household surveys.
- 2.14 Based on the results of the Population and Housing Census, a new sampling framework will be prepared, to serve as a basis for the design and execution of future surveys.
- (ii) Improvement of interaction and training among producers and users, and access to information**
- 2.15 Three main types of activity will be carried out: (i) to improve the communication of needs between producers and users; (ii) to facilitate information use through user training; and (iii) to socialize information by improving dissemination methods.
- 2.16 **Communication of user/producer needs.** Improving interaction between the producers of surveys and their users is a crucial mechanism for enhancing survey quality. One of the first steps in this process is to restore users' confidence in INE products, by having the quality of products and processes certified by national and international institutions of renowned prestige.
- 2.17 INE will promote effective operation of the SEN to ensure more fluid interaction with the users and analysts of household surveys. In its role as Executive Secretary of the National Council of Statistics and Censuses, it will invite participation by SEN institutions (both public and private) involved with statistical activity—policy designers, NGOs, researchers and others. The objectives of this dialog mechanism are: (i) to assist in the strategy for implementing the survey system in general, including economic statistics, based on the country's real information demands; (ii) to agree technical recommendations aimed at making the SIEH more relevant for economic and social policy purposes; (iii) to recommend mechanisms for broad and timely access to SIEH survey databases; (iv) to recommend instruments to disseminate and publicize survey results; (v) to promote mechanisms to ensure SIEH sustainability; (vi) to recommend implementation of quality systems based on results parameters (product and process); (vii) to propose actions to encourage the development of a statistical culture, to promote the use of household survey data in

decision-making; and (viii) to foster exchange of experiences and best practices in the production and use of household survey data.

- 2.18 The following actions will be taken to improve access to household survey data: (i) formulation and implementation of a policy of broad access to the SIEH dictionaries and primary databases, together with the methodological documentation facilitating their use, preserving confidentiality of the informant in compliance with current statistics law; and (ii) preparation of a regulation and protocol for accessing the information.
- 2.19 **Training of producers and users.** One of the project's basic objectives is to strengthen the technical level of INE professional staff and enhance the skills of users of the country's surveys. This will make it possible to improve technical processes for generating and using surveys; it will be achieved through training courses, workshops, internships abroad and training.
- a. **Courses:** (i) At least five local training courses (central and regional) will be held for producers and users. These will address survey project planning, monitoring and oversight, sample design and application, applied software, data analysis, consistency and statistical quality control, design of questionnaires, socioeconomic indicators, quality systems and enhancements; and (ii) about 10 participants will be sent on international training courses dealing with issues relating to the planning, design and implementation of surveys and the analysis of statistical information, such as those offered by INEGI in Mexico, Spain's INE, and MECOVI, among others.
 - b. **Workshops:** These are intended to discuss specific methodological aspects of surveys, present results, and/or exchange experiences and good practice. Between 2003 and 2005, it is intended to: (i) hold at least three local workshops for producers and users, addressing survey methodologies and instruments, analysis of results, and systems for recording and measuring variables (social accounts, satellite accounts, etc.); and (ii) send about five participants on international workshops dealing with issues relating to the planning, design and implementation of surveys and the analysis of statistical data.
 - c. **Internships:** at least 10 technical staff will visit statistics institutions in other countries, in order to acquire knowledge of experiences and good practices in the implementation and use of surveys.
 - d. **Training through technical assistance:** This activity is intended to train INE technical staff (in central headquarters and regional offices), through local and internationally contracted technical assistance.
- 2.20 **Improved publication and dissemination of survey results.** The aim here is to democratize the information generated by the SIEH, in order to ensure broad,

transparent and efficient access for the population to statistical data, and to strengthen INE's positioning as the SEN lead agency. For this purpose, product format and contents, and the dissemination strategy will all be improved.

- a. **Publications Format and content:** documented databases will be developed for electronic dissemination and consultation over the Internet. For each survey carried out, the main results will be presented in a graphic easy-to-understand format aimed at a mass non-specialist public, such as students and teachers; this will be accompanied by specialized dissemination of a descriptive nature. There will also be methodological dissemination aimed at policy-makers, researchers, NGOs, and universities among others.
- b. The **diffusion strategy** will be based on: (i) definition of a strategy for disseminating the main products and services, so as to establish cost recovery systems in the INE; and (ii) design and production of diffusion media and instruments, such as: Internet website, production of CD-ROMs and diskettes, printed publications, and the organization of diffusion events (seminars, workshops, press conferences, etc.).

(iii) Short-term indicators

- 2.21 The objective of this activity is to consolidate the short-term indicator system. Technical staff responsible for generating these indicators at both central and regional level will be trained in procedures for obtaining prices and generating indices. In addition, the installed computer capacity will be appropriately equipped and upgraded in the relevant areas, particularly in regional offices. The following activities are also envisaged :
 - a. **Consumer price index:** continue and improve its formulation.
 - b. **Index of construction materials, equipment and machinery prices:** update the weightings of this index.
 - c. **Producer price index:** (i) expand the number of informant establishments engaging in export activity, in order to construct a new directory; and (ii) establish an annual calendar-directory of jurisdictional areas, for obtaining prices in the agriculture sector on a continuous basis.
 - d. **Monitoring of employment and income indicator:** (i) review the methodology used and propose new procedures for generating this index; and (ii) introduce new data capture procedures in order to increase the frequency of the calculation.

2. Component: Nationwide censuses—eleventh Population Census, sixth Housing Census (US\$15,276,792) and fourth Agriculture Census (US\$5,389,048)

- 2.22 The authorities have assigned higher priority to the Population and Housing Censuses, which are scheduled for implementation on 24 November 2002. The Agriculture Census is to be conducted in July 2003.

a. Pre-census phase

- 2.23 The pre-census phase stretches from the decision to carry out the census until the moment of doing so, or the date chosen to do so. Also included here are activities relating to direction and administration, which, by their nature, are present throughout all phases of the census. The main pre-census activities are as follows:

- a. **Preparatory activities already completed.** These include the census plan, the creation of census support groups (e.g. technical groups), appointment of staff in charge and verification of the legal base.
- b. **Definition of census instruments.** This is the first set of activities preparatory to enumeration, to define and test data collection procedures and documents. The main activities are: (i) design and definition of items for the pilot census; (ii) design of tabulations; (iii) development of field manuals and control forms; and (iv) development of procedures and programs for data capture and processing.
- c. **Trialing of census instruments.** This stage is very important, because it verifies the relevance of the census plan and its organization. It makes it possible to evaluate all stages of the census, maps, budget, manuals, training, distribution and reception of materials, interview, quality control, data capture and processing, through to the production of tabulations. The main activities will be: (i) implementation of the pilot census and other types of thematic testing and data capture; (ii) processing of pilot census data; (iii) review of procedures based on the pilot census; and (iv) based on the above, design of the definitive census form, publication and final printing of manuals, and instructions for canvassers and other staff that will participate in the census enumeration process. The pilot census took place between 28 April and 4 May 2002, in representative municipios chosen from rural and urban areas, and among the various ethnic groups making up the population. Staff recruitment and training was also trialed during this stage.
- d. **International technical assistance.** Given the cyclical nature of the census and its multiple technical requirements, specialist consultants will be contracted in the various areas, in order to initiate activities specifically linked to the pre-

census phase. A permanent international consultant was contracted for this purpose through UNFPA.

- e. **Administration.** This covers all stages of the census cycle, encompassing the activities required to satisfactorily execute the census program—activities of a regulatory, technical, organizational and financial nature—ensuring general coordination and supervision. In addition, mechanisms are being designed for managerial and financial programming, and for supervision and coordination.
- f. **Update of statistical cartography.** This activity will facilitate the following: (i) review of census categories and classification of populated places as permanent geographic units and basic units for implementing the census; (ii) analysis and redesign of the operational statistical areas for census enumeration purposes and to establish political-administrative boundaries; and (iii) cartographic or pre-census updating, consisting of recording up-to-date information on places of habitation, including physical characteristics the territory, which will make it possible to organize the enumeration process. In view of the strong migratory trends prevailing in certain areas of the country, this will only be completed a week before canvassing takes place.
- g. **Promotion and dissemination.** Effective promotion of the census operation, highlighting its objectives and the importance of citizen participation, is essential to obtain optimal collaboration from the public and motivation in favor of the census. The following activities are programmed: (i) definition of the publicity strategy, bearing in mind differences between the urban and rural populations, and the country's regional, cultural, and ethnic diversity; (ii) production of publicity material such as fliers, announcements in communications media, etc.; and (iii) implementation of the census publicity campaign.
- h. **Training.** One of the crucial stages of the census process is recruitment and training of the necessary staff, since the coverage and quality of the information to be collected largely depends on this. For the population and housing census, the activity includes training about 22,000 people of whom 15,000 will be canvassers and the rest will act as supervisors and municipal heads. For the agriculture survey, about 18,000 people will be trained of whom 15,000 will be canvassers and the others will work as municipal supervisors and heads. The intention is to train an additional 10% over and above the staff needed to be able to deal with problems of absenteeism on the day of enumeration. In order to recruit this number of people, INE is collaborating with other major institutions, including universities, the health sector and indigenous organizations.

b. Census canvassing or enumeration phase

- 2.24 Enumeration is the central activity in the whole census-taking process. It should be carried out simultaneously throughout the country to ensure the availability of

trained human, material and financial resources on the canvassing days, in order to obtain information from all inhabitants. This is when the quality of all the prior planning is put to the test.

- 2.25 To ensure success in the canvassing and data collection process, the following components will be developed: (i) preparation of the canvassing plan to define the fieldwork to be carried out, differentiating compact and disperse areas, with special treatment envisaged for zones of the country containing ethnic groups, and areas that are dangerous because of high levels of delinquency; the plan will guarantee compliance with times and stages at given moments; (ii) organization of synchronized mobilization of the human resources participating in the operation in a hierarchical fashion according to predefined census units, together with the corresponding material resources; (iii) the enumeration activity itself, which will be carried out over a two-week period in both compact and disperse areas; and (iv) provision of census form distribution points, minimizing risks of loss or disorganization of the material.

c. Post-census phase

- 2.26 This stage encompasses data processing and dissemination activities.
- a. **Data processing.** Once the canvassing is complete, the enumeration forms have to be transferred to the processing center. This entails three groups of key activities: (i) formation of the Census Archive (where the forms will be deposited), including verification of identification records and administration of census documents (enumeration and control forms); (ii) organization of forms for preparation and codification; (iii) data capture via scanning; and (iv) electronic data processing.
 - b. **Presentation and publication.** The objectives to be pursued here are as follows: (i) preparation of the publications plan, to include production of documents, compact discs, triptychs, etc. at the national, departmental and municipal levels (not including thematic analysis, which will be done by other specialized bodies); (ii) dissemination of the information, mainly over the Internet through the INE website, supported by CD-ROMs and printed publications; and (iii) transfer of information to municipal, departmental and central government, on magnetic data storage media.
 - c. **Analysis and studies.** Analysis will be carried out during processing and also once the final results have been obtained. In addition, in-depth studies will be prepared on various topics of interest. Activities to be carried out include: (i) analysis during processing; (ii) analysis of final results; (iii) preparation of population projections; and (iv) thematic studies.

C. Cost and financing

- 2.27 The cost of the proposed program amounts to US\$28.4 million, of which US\$25 million will be financed by the Bank loan, drawn from ordinary capital; the local counterpart will contribute US\$3.4 million, including US\$200,000 each from UNFPA and USAID. The counterpart resources will mainly be used to finance the census. It should be noted that the funding provided by USAID and the UNFPA have been allocated and used for the pre-census activities and to support the program Executing Unit.
- 2.28 The program of activities to be carried out specifies the times and resources needed by the censuses and other components. Activities in 2002 and the first few months of 2003 are expected to focus exclusively on the census cycle for the Population and Housing Census, while the activities for the Agricultural Census will be initiated in mid-2003 and the institutional strengthening activities in the third quarter of 2003. In Guatemala the per capita cost of the population and housing census is approximately US\$1.30, compared to US\$2.28 in Honduras and a Latin American average of US\$2.0.

SUPPORT PROGRAM GENERAL BUDGET
(in US\$)

CATEGORIES	BANK	LOCAL CONTRIBUTION			TOTAL	%
		NATIONAL BUDGET	UNFPA	USAID		
A. INSTITUTIONAL STRENGTHENING						
INE and training	470,000				470,000	2%
Survey system	3,589,300	359,860			3,949,160	14%
SEN	250,000				250,000	1%
Installed computer capacity, equipment	150,000				150,000	1%
Subtotal	4,459,300	359,860			4,819,160	
B. POPULATION AND HOUSING CENSUS						
Pre-census activities						
Consultancy	1,097,140		200,000	200,000	1,497,140	5%
Materials, furniture and equipment	796,628				796,628	3%
Procurement of vehicles						
Cartographic authorization	3,185,901				3,185,901	11%
Promotion and dissemination		776,180			776,180	3%
Training	618,111				618,111	2%
CENSUS AND POST-CENSUS ACTIVITIES						
Enumeration (canvassing)	6,788,599				6,788,599	24%
Processing	1,363,409	187,500			1,550,909	5%
Presentation and publication	63,324				63,324	0%
Subtotal	13,913,112	963,680	200,000	200,000	15,276,972	
C. AGRICULTURAL CENSUS						
Pre-census activities	1,027,385	488,960			1,516,345	6%
Training	180,996				180,996	1%
CENSUS AND POST-CENSUS ACTIVITIES						
Enumeration (canvassing)	3,094,420				3,094,420	11%
Processing	556,305				556,305	2%
Presentation and publication	40,982				40,982	0%
Subtotal	4,900,088	488,960			5,389,048	
D. OTHER						
Audit	30,000				30,000	0%
Evaluations	100,000				100,000	
Payments, UNFPA administration		1,000,000			1,000,000	4%
Subtotal	130,000	1,000,000			1,130,000	
E. FINANCIAL COSTS						
Interest	1,347,500				1,347,500	5%
Credit fee		187,500			187,500	1%
Inspection and supervision	250,000				250,000	1%
Subtotal	1,597,500	187,500			1,785,500	
TOTAL	25,000,000	3,000,000	200,000	200,000	28,400,000	100%

D. Retroactive recognition of expenses charged against the loan

- 2.29 In response to a request from the Government of Guatemala, in November 2001 the Bank initiated a dialog to define its participation in the formulation and conceptualization of the program. On the same date, the Government of Guatemala began preparatory activities for census enumeration. Against this backdrop, the pilot census was carried out at the end of April and early May 2002. This serves as an essential basis for carrying out pre-census activities that are crucial for the census-taking proper, such as cartographic updating and the selection and training of canvassers, not to mention design of the census enumeration form.
- 2.30 Bearing this in mind, it is proposed that the Bank recognize as part of the loan up to US\$11.4 million equivalent in expenses incurred by the executing agency for updating census cartography, supporting documentation for census activities, training census canvassers, preparing the census enumeration form and related activities, and hiring the canvassers and other staff necessary to carry out the activities, exclusively for the eleventh population census and sixth housing census referred to in component 2. Such expenses must follow Bank procedures and be certified by the UNFPA and USCENSUS, and must have been incurred beginning with the pilot census, that is, as of 1 May 2002, provided they meet the requirements established in the loan contract. This request for retroactive recognition of expenditures is supported by the fact that the Population and Housing Census will be conducted from 24 November 2002 to 12 December 2002, and the loan will be approved at a later date.

POPULATION AND HOUSING CENSUS	US\$
Pre-census activities	
PILOT CENSUS	
Consulting services, canvassers & supervisors	32,266.67
Per diem	14,933.33
Materials and supplies	2,658.13
Non-staff hiring	18,266.67
Subtotal	68,124.80
Updating cartography	
Consulting services: updaters, supervisors and other	2,145,633.07
Per diem	26,666.67
Procurement of furnishings and equipment	
Materials and supplies	22,109.87
Procurement of software	
Non-staff hiring	594,166.40
Subtotal	2,788,132.01
Promotion and dissemination	
Materials and supplies	50,000.00
Non-staff hiring	762,400.00
Subtotal	812,400.00
Training	
Consulting services: trainers	288,000.00
Procurement of furnishings and equipment	-
Materials and supplies	32,268.80
Non-staff hiring	20,000.00
Subtotal	340,268.80
CENSUS AND POST-CENSUS ACTIVITIES	
Canvassing	
FINAL CENSUS	
Consulting services: canvassers, supervisors, departmental chiefs, municipal chiefs, heads of finance, operations, cartography, and other	5,756,800.00
Per diem	200,000.00
Materials and supplies	631,805.87
Rent	66,666.67
Non-staff hiring	450,128.00
Subtotal	7,105,400.54
Processing	
Consulting services: data input, supervisors, other	94,266.67
Procurement of furnishings and equipment	176,266.67
Materials and supplies	423.47
Procurement of software	
Non-staff hiring	
Subtotal	270,956.81
GRAND TOTAL	11,385,283.04

III. PROGRAM EXECUTION

A. Borrower and executing agency

- 3.1 The Republic of Guatemala will act as borrower, and will also be responsible for timely allocation of local counterpart funding. The program's executor will be the Ministry of the Economy, through the INE, supported by an executing unit (UE) in charge of general program coordination. The INE and the UE will receive technical support from UNFPA.

B. Executing agency

1. National Institute of Statistics

- 3.2 As program executor, the National Institute of Statistics will be accountable to the Bank for financial-accounting and management of program funds. The mission of INE is to coordinate the National Statistics System, ensuring that official statistical activities are carried out in an integrated, coordinated and rationalized fashion under common standards. Consistent with these objectives, INE is responsible for: (i) formulation and execution of the National Statistics Plan, in coordination with the statistics offices and units that make up the system; (ii) organization of national and agricultural censuses; (iii) implementation or coordination of data production; (iv) laying down standards for methods, procedures and techniques used by the system's entities, guaranteeing compatibility and comparability of the information both nationally and internationally; (v) execution or coordination of basic statistics production for use in preparing national, monetary and fiscal accounts systems and indices of output, employment, wages and prices; (vi) undertaking research; (vii) consolidating and disseminating the available statistical information; and (viii) providing commercial services related to its functions, in order to recover costs. **As a condition precedent to the first disbursement, the borrower, acting through the executing agency, will present to the Bank's satisfaction evidence of having signed a contract with the executing agency, whereby the borrower will transfer program funds to the executor to carry out the corresponding activities.**
- 3.3 INE, supported by UNFPA, will maintain an appropriate accounting-management system for controlling program funds. The accounting system will be designed so as to provide the documentation needed to verify financial transactions and facilitate timely preparation of financial statements and reports. Program records will be maintained so as to: (i) make it possible to identify amounts received from the various sources; (ii) identify, in accordance with the accounts plan previously approved by the Bank, program expenditures financed with the loan proceeds, and expenses made with the other funds to be contributed for full execution; (iii) contain the detail necessary to identify goods procured and services contracted,

as well as the use made of them; and (iv) demonstrate the cost of the activities in each expenditure category.

2. Executing Unit

- 3.4 The executing unit consists of a national directorate and three divisions (technical, operations and administrative) each with their respective areas. The executing unit is supported by a Technical Council, along with the National Commission comprising top-level State authorities and the users committee.
- 3.5 In view of the cyclical nature of the census, and its multiple technical requirements, the UE, which was created this year, contracted consultants specializing in the various areas of the census, in order to make a start on activities in the pre-census phase. Using internally generated resources and acting through UNFPA, it hired a full-time international consultant along with others to occupy technical and managerial functions in the main responsibility areas of each unit, and/or carry out specific tasks that are now complete or ongoing. All these consultants are of appropriate technical level and experience, some of them having participated in previous censuses.
- 3.6 To strengthen program execution, the executing agency will hire an international consultant to coordinate administrative and financial activities.

3. The United Nations Population Fund (UNFPA)

- 3.7 UNFPA began census coordination and support work in early 2002; and in order to ensure continuity in the process, this institution will be hired as a specialized agency for the procurement of furniture, equipment, materials and supplies, and, in particular, to select and hire census canvassers. UNFPA has professional-technical capacity and experience in the services to be contracted to implement the census, which are not easy to find at the required level in other similar agencies in Guatemala.
- 3.8 Taking into account that the executing agency does not have the institutional capacity to carry out procurement of the scope required for the program, given the constraints imposed upon it by national legislation, it was decided that the UNFPA would be hired. This UN agency has the experience necessary, since it has carried out similar censuses in other countries, including most of the countries in Latin America. Hiring the UNFPA represents an institutional financial advantage because the contributions it receives are reinvested in social projects in the same country. The staff assigned by the UNFPA to this program has the necessary experience and expertise because they have worked on similar programs in other Latin American countries. In addition, the UNFPA has agreed to carry out all procurement under the program according to the Bank's procurement procedures.

- 3.9 Consequently, a condition precedent to the first disbursement requires the executing agency to have engaged the United Nations Population Fund (UNFPA) to provide support and supervision in staff hiring and procurement of goods for the program's activities.

4. United States Census Bureau

- 3.10 As in the previous census, INE has requested technical assistance from the United States Census Bureau (USCENSUS), to assist and train staff in methodological issues.
- 3.11 USCENSUS will be contracted as a specialized agency to run the program's training workshops. Accordingly, a condition precedent to the first disbursement requires the executing agency to have contracted the services of the US Census Bureau (USCENSUS) to provide training in census processing.
- 3.12 The United States Census Bureau is being hired because of its institutional leadership in assisting with censuses in African, Latin American and Asian countries. It also has technical capacity offering an efficient training system to ensure quality control during the performance of consulting services. Census services previously provided by this organization have been rated as excellent by the Bank.
- 3.13 In the specific case of Guatemala, USCENSUS has a record of providing high-level technical training to INE staff. It has also actively participated in the implementation of previous surveys through technical assistance and fieldwork. It should be noted that such countries as Canada, France, Italy, and the United Kingdom have hired its services to carry out statistical work in the countries in which they finance projects.

C. Census implementation strategy and organization

- 3.14 Census data are important for other specific surveys carried out at shorter time intervals and even systematically (e.g. the sample universe) and, in general, for multiple issues relating to the economy, politics, social development, research or academic activities. This means the census has to satisfy demands from a number of important sectors, and take account of them in the strategy and design of census activities. To this end, INE has held many events aimed at listening to requirements and garnering opinions from the largest possible number of stakeholders, in both state bodies and civil society, such as employers and business organizations, trade associations, academic institutions and NGOs—especially in relation to the design of the enumeration form and in the subsequent use made of census data. Consideration has also been given to the need for data to be consistent with the 1994 census, to enable time series to be prepared, and to ensure international

comparability facilitating analysis of the information and identification of demographic, social and economic trends.

D. Monitoring and evaluation

1. Reports and evaluation

- 3.15 INE will present four reports to the Bank. The first report will be submitted 90 days after completion of the Population and Housing Census, and the second, 90 days after completion of the Agriculture Census. The third, a mid-term report, will be submitted a year and a half after initiation of the institutional strengthening component, to measure the progress and results achieved with respect to implementation of that component. The fourth and final report will be submitted 30 days after program completion. Among other things, the reports will describe: (i) the activities carried out; (ii) the outcomes obtained; (iii) any problems that have arisen; and (iv) solutions adopted, according to the logical framework indicators previously agreed upon by the executing agency and the Bank. The evaluations will be conducted by specialized institutions or individual consultants and will be financed with program resources.
- 3.16 The Bank will monitor program execution on the basis of these reports. Where necessary, the Bank and INE will agree on the timing and mode of evaluations to draw lessons and improve future processes.
- 3.17 The government authorities were consulted on the need for an ex post evaluation and did not deem one necessary, since the program calls for period evaluations of the program activities to be conducted, which will indicate the program results. Moreover, the fact that the INE has implemented a strict quality control system for each phase of the census activities obviates the need for an ex post evaluation, given that the system will be supervised by both the UNFPA and USCENSUS.

2. Audit and oversight

- 3.18 Monitoring and execution of the project will be carried out in accordance with detailed activity timetables for each component; these will require Bank approval.
- 3.19 Program execution will be supervised by the Bank's Country Office in Guatemala, with technical support from the project team. The aim of supervision will be to assess compliance with the timetables, conditions and indicators to be included in the logical framework. By 31 December in each year of execution, INE will have an annual operating plan approved for the following year. This will also contain an evaluation of outcomes achieved during the previous period, and where necessary, provide justification and recommendations with respect to targets missed during that period. The first operating plan will be submitted along with the initial project report. The Bank will use this information to assess implementation of the

timetables established in the operating plans, and compliance with the corresponding targets, together with adjustments as needed for proper execution.

- 3.20 During project implementation, the borrower will file annual audited financial statements for the project, no later than 120 days following the end of the corresponding accounting period. These will be audited by a firm of independent public accountants acceptable to the Bank. The audit will be financed out of the loan proceeds. The auditors will be selected and hired in accordance with Bank procedures, and their work will be subject to terms of reference previously agreed with the Bank.

E. Procurement, disbursement and revolving fund

- 3.21 Contracting for consulting services and procurement of goods and related services will be carried out by the executing agency in compliance with the relevant Bank policies and procedures. An international call for proposals will be required when the cost of consulting services exceeds US\$200,000 (or equivalent). International public bidding will be required for procurements of goods and related services worth US\$250,000 or more. Procurements for smaller amounts will be subject to current national legislation, provided this does not conflict with Bank policies and procedures. The program does not entail civil works. Annex II contains a tentative procurement plan for the various program components.

- 3.22 The activities in Component II call for a large number of low unit cost and low-skill support services that do not really classify as consulting. It is proposed that contracting for such services be subject to guidelines established by the executing agency, which uphold principles of competitiveness, transparency, economy and efficiency. The contracting mechanism has the following main characteristics: (i) a widely publicized call for proposals for all support services to be contracted, indicating the requirements to be satisfied by applicants (selection criteria, fees, means of payment and contracting period) together with the model contract to be used; and (ii) a generic description of the functions to be carried out in each of the eligible service categories. Such hirings may be reviewed by the Bank on an ex post basis.

TABLE: SUPPORT STAFF REQUIRED FOR CENSUS TASKS	
Type of task	Number
1. Departmental coordinators	35
2. Municipal coordinators	400
3. Section chiefs: Pop. & Housing census	3,000
Section chiefs: Agricultural census	1,600
4. Canvassers Pop. & Housing census	15,000
Canvassers: Agricultural census	15,000
5. Trainers	800
6. General Total	35,835

- 3.23 Program disbursements will comply with the relevant Bank procedures. Given the number of expenses to be incurred subject to a timetable of critical deadlines, a revolving fund will be established to ensure adequate availability of funds during program execution, particularly during the enumeration phase. Under existing Bank rules, this fund would be limited to 5%, equivalent to US\$1.2 million. But as the

census requires large disbursements over short periods, during the canvassing stage the 5% limit could be raised to 20% of the resources earmarked for the census as such. These funds would be managed in a separate Bank account in the name of the program, in compliance with Bank procedures on the subject. Monthly revolving fund statements will be filed within 15 days following the end of each month.

F. Execution period and disbursement timetable

3.24 The program execution period will last 48 months and the disbursement period, 36 months.

	Year 1	Year 2	Year 3	Year 4	Year 5	TOTAL
Institutional strengthening			1,800,000	1,500,000	1,500,000	4,800,000
11th national population and 6th housing census	12,500,000	1,427,000				13,927,000
4th national agriculture census		5,000,000				5,000,000
TOTAL	12,500,000	6,427,000	1,260,000	1,500,000	1,500,000	26,615,500

IV. VIABILITY, BENEFITS AND RISKS

A. Institutional and financial viability

- 4.1 The government has declared institutional strengthening of the INE, and the population, housing and agriculture censuses to be top priorities. It is also providing the legal and organizational bases and assigning the resources needed for their execution. As the lead agency for the program, INE has legal attributions to carry out censuses and the technical capacity needed to successfully direct the process. Support from this program will give it the operational capacity it needs. INE technical capacity is backed by experience accumulated in statistical activities carried out on a continuous basis, including the most recent national housing and population census. INE has taken steps to ensure the census is being directed by people who participated in the previous one.
- 4.2 Similarly, both UNFPA and USCENSUS have previously provided satisfactory services to the UE. This capacity is backed up by experience accumulated in statistical activities carried out on an ongoing basis, including the latest population and housing census of 1994, which generated important information for State reform and the human resources available to it.
- 4.3 From the financial point of view, thus far the census has had sufficient resources to carry out the activities envisaged, without interruption. With funding to be provided by the Bank through the proposed loan operation, together with funds committed by USAID and UNFPA, and by the Government of Guatemala through the budgetary allocation approved for 2002-2003, the program is expected to have the necessary financing, in terms of both quantity and timeliness, to carry out the planned execution timetable.
- 4.4 The Government of Guatemala is expected to increasingly take over the financing of INE activities, as external funding is steadily scaled down, essentially in activities related to obtaining primary data (surveys). As the INE is an incipient institution, this means financing its incremental costs. To this end, the Government of Guatemala undertakes to increase the INE budget each year, on an incremental basis, from the second year of program execution until the year following its completion. The annual increase in budgetary contributions is shown in the table below. The funding commitment to be assumed by the government, in the year after completion of the operation, will be US\$1.5 million over and above the current budget (US\$2.5 million). This will provide INE with a total budget of US\$4.0 million—which is sufficient for its operations.
- 4.5 Accounting for these items will appear in the General INE Budget and National Budget categories—not strictly as counterpart funds, and contractually committed in this operation, in order to mitigate the risk of budget cuts once the project ends.

The loan contract will reflect the government's commitment to make the corresponding budgetary contributions.

**Timetable of progressive government budgetary support
(US\$ thousand)**

Contributions	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6 (after end of project)
Government of Guatemala	0	300	600	900	1.2	1,500

- 4.6 It should be noted that these increases represent a progressive real increase of approximately 20% of the basic annual budget allocated to the INE, which fluctuates around US\$1.2 million. This increase is based on INE needs for the intercensus survey program, the purpose of which is to measure the changing statistics of the country according to international standards.

B. Social and environmental impact

- 4.7 The operation will not have direct or indirect negative impacts on the environment, or on the social conditions of people involved. Nonetheless, an environmental management proposal has been drawn up, which aims to contribute to the environment and social domain, by obtaining substantive information on the population's gender and ethnic characteristics, natural resources and environmental conditions. The information gathered and processed in the census will serve to better identify zones of poverty, places of greatest demand or deficit in public services of all kinds, and relations between poverty and environmental quality. Data on natural resources and environmental conditions will also help improve the management of natural resources and the environment.

C. Benefits

- 4.8 The beneficiaries of this project are varied, as census data will be used for various purposes by both public and private institutions, national and international alike. The project will also benefit the population at large by facilitating the formulation and implementation of development policies, strategies, plans and programs.
- 4.9 The possibility of aggregating data and breaking it down in terms of smaller geographic units, such as municipios and population settlements (city, town, etc.), makes the census the main source for statistical research on topics relating to economic and social development, employment, migration, housing, education,

public health, social welfare, and many other issues addressed by public- and private-sector decision-makers.

- 4.10 Surveys usually are not statistically representative at the level of smaller geographic units, and administrative records only refer to vital events and information from the health and education services.
- 4.11 The data generated will also be useful in supporting social and demographic analyses addressing issues of poverty and gender, and the situation of indigenous peoples.
- 4.12 At the same time the project will produce census cartography, which, in conjunction with the list of homes, will constitute the sample, framework to be used in future sample surveys.
- 4.13 In addition to its use for certain administrative purposes, the population census will provide basic statistics for the analysis and interpretation of the distribution and growth of the country's population; and for projecting future population, school enrolment, housing and service needs, the size of the economically active population and its market status.
- 4.14 The Political Constitution of the Republic refers in several articles to the need for official data on the territorial distribution of the population, as provided by a population census. These include: (i) the size and location of illiterate population groups, in order to design literacy programs; and (ii) the size of the population by ethnic group for the purpose of providing bilingual education.
- 4.15 Official data provided by a population census on the territorial distribution of the population by department, will be used to establish the number of deputies each electoral district is entitled to in the Congress of the Republic. Similarly, membership of municipal councils will depend on the number of inhabitants in each municipio.
- 4.16 The population census will also be useful in applying the Urban and Rural Development Councils Act, which requires 25% of the constitutional 10% assigned to the municipalities to be distributed in proportion to the total population in each municipio. The agricultural census will provide a major update on national production by product category, given that the most recent census took place 14 years ago.

D. Risks

- 4.17 Although the previous population census, held in April 1994, was carried out successfully, it was rejected in municipios affected by the armed conflicts that were ongoing at that time; this undermined the credibility of the results of the project as a whole. Now that peace accords are in place, this situation will not be repeated in the

eleventh population census, sixth housing census and fourth agricultural census, scheduled for 2002-2003. Moreover, a social marketing program financed by the Bank will be run to encourage citizens and civil society organizations to participate in implementing the census.

- 4.18 With regard to the risk of lack of political support and prioritization, program design includes a well structured timetable of activities that, thus far, has been fulfilled successfully. The government has also shown determination to ensure the census is implemented, by declaring it an emergency need and providing the resources required to carry out its activities. At the present time there is also sufficient funding to undertake it, since the resources required have been made available in advance. An adequate contracting plan has been also drawn up, which in view of its large scale and sometimes urgent nature, involves specific solutions suggested by the Bank.
- 4.19 Another of the risks that have been overcome, relates to the timely provision of financial resources to cover all the project's counterpart funding requirements, since the government itself has undertaken to implement the program. The government has released funds to cover preparatory work, the pilot census and updating of census cartography, and it is willing to make a written commitment to the effect that the necessary counterpart funding for this program has been provided for in the national budget. As regards technical quality, UNFPA and USCENSUS have vouched for the quality of the program itself and that of the technical staff responsible for carrying it out
- 4.20 As the personnel responsible for census enumeration (i.e. the canvassers) will work in return for payment, a larger number will be enrolled and trained than is really necessary, in order to minimize the risk of shortage or absenteeism. It is also intended to reinforce supervision of the canvassers through awareness-raising campaigns and social recognition within their communities. For the same reason, census staff will be assigned to the geographic area in which they live rather than the establishment in which they work or study. This will reduce risks of absenteeism and facilitate operational oversight and logistics.

LOGICAL FRAMEWORK

OBJECTIVES	INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
GOAL			
To support the Government of Guatemala in developing the national statistics system; and hence, in obtaining, processing and storing essential statistics, to facilitate decision-making.	Improvement of the design, execution, monitoring and evaluation of government socioeconomic programs; Improvements to the targeting of public expenditure on social programs.	Government report. Authorized budget and published regulations. Government report	Government budgetary, institutional and financial support for INE, and greater use of available statistical information.
Purpose To generate trustworthy, timely and necessary statistical information, to make it possible to adopt government public policies and facilitate decision-making by the private sector. Components: a. Institutional strengthening of INE, in order to improve the quality and reliability of its products;	Increase in INE activities to involve users more in decision-making on household surveys, living conditions, employment and income, and follow-up on economic and social surveys. Data base and user survey to determine how useful the new statistics are and how to present them so that they can be most useful; Quality certificates for products and processes by prestigious national and international institutions. Census validation survey to measure any errors or omissions. Incorporation of improved statistics in government policy formulation processes; and timely availability with the necessary quality.	Meetings of user committee and INE board of directors. Preparation and implementation of a user survey. Congressional approval of Budget Bill. Support and certification by USCENSUS, ECLAC, and CELADE on product quality. Technical progress reports; analysis, evaluation and dissemination of census results. Progress report on the poverty reduction strategy. National accounts and import/export statistics. Registry of users with access to the information. INE and Ministry of Agriculture publications. Design of sample and census form with support from prestigious institution. Update of poverty map. Municipal budgets.	Political will exists to carry out the census, completing the phases of the process within the established timeframe and with the required quality. Willingness and interest on the part of government and civil society to co-operate in execution of the census and enumeration. Demand for data on population and agricultural production from public and private institutions.

OBJECTIVES	INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
b. Implementation of the eleventh population census, the sixth housing census and the fourth agricultural census.	<p>Printed publication of the 12.5 million people, houses and farms censused and their results (April/2003).</p> <p>By year-end 2004, finding of population census used according to the Special Law for central government budget allocations to municipal governments.</p> <p>Internet access to data.</p>	Interactive website.	
Activities			
A. INE strengthening			
<p>1. INE strengthening.</p> <p>2. Improvement of SIEH.</p> <p>3. Interaction and capacity of producers and users, and access to information.</p> <p>4. Short-term indicators.</p> <p>5. Geographic information system</p>	<p>SEN institutional development proposal agreed among institutions and users (2004).</p> <p>Number of surveys carried out and databases organized. Baselines for poverty reduction strategy.</p> <p>Number of technical staff trained; surveys carried out; and users catered to (2003-2006).</p> <p>Consumer, producer and construction price indices, and employment and income indicators, updated with new weightings, baskets and directories. (2005)</p> <p>INE in institutional change process, focusing on supply and demand for goods and services, and greater self-financing.</p> <p>Private-sector access to reliable and timely information.</p> <p>Geo-referenced information system developed (2006).</p>	<p>Consultancy and project activity reports produced.</p> <p>Project monitoring reports. Bases changed; housing samples updated, methodologies published.</p> <p>Share of revenue from sales of goods and services in the institution's budget.</p> <p>Document containing SEN development program finalized and agreed with interested parties.</p> <p>Quarterly, six-monthly and annual reports.</p>	

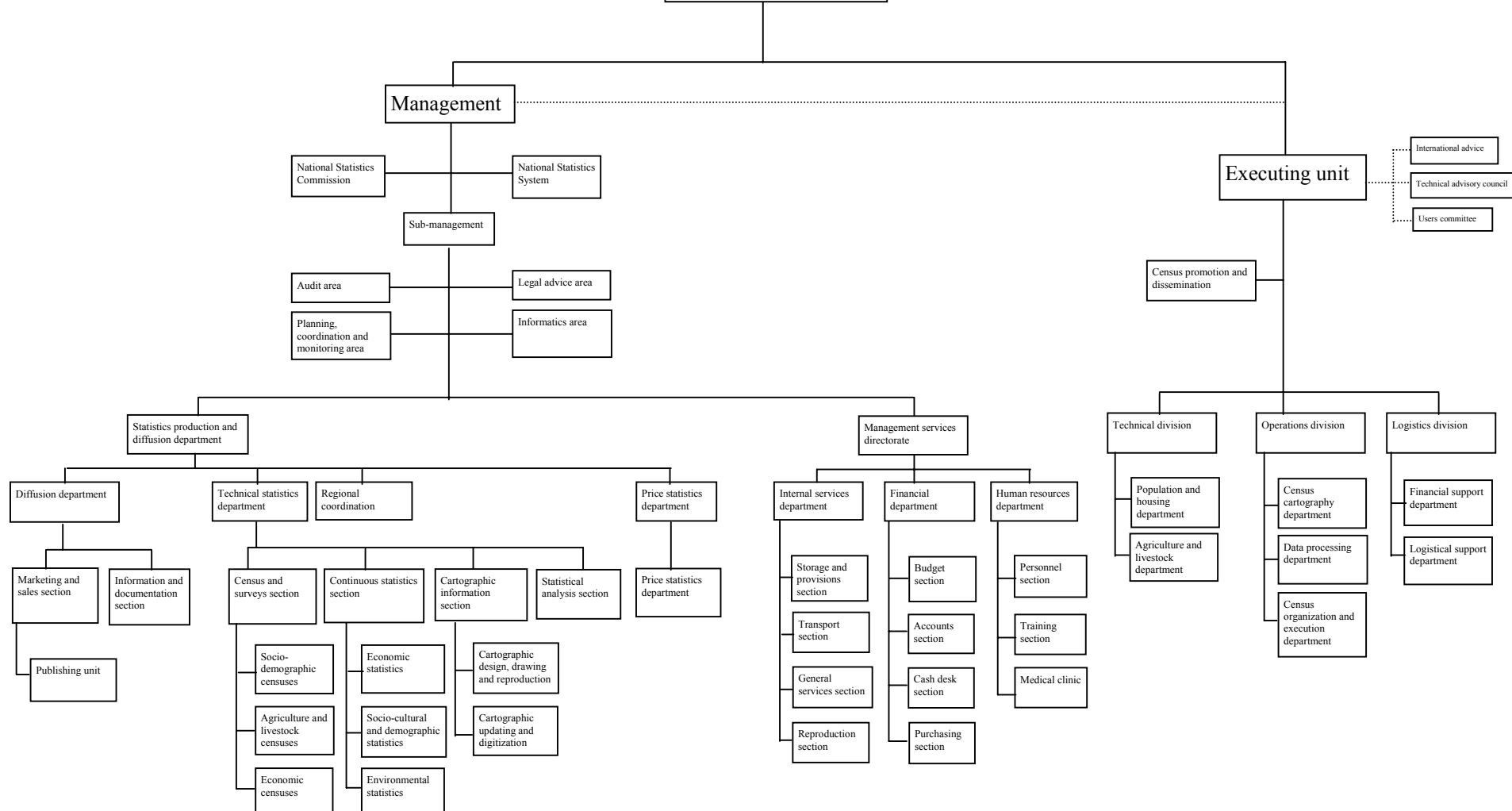
OBJECTIVES	INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
B. Census			
1. Census planning and administration; encouragement of citizen participation.	Legal, technical, organizational and financial bases created.	Government resolution to carry out the census; census plan, organizational structure, timetable, budget, terms of reference, agreements with grass-roots organizations.	
2. Recruitment and training of staff.	35 departmental coordinators; 400 municipal coordinators; 3,000 population and housing census section chiefs; 1,600 agriculture and livestock census section chiefs; 15,000 population and housing census canvassers; 15,000 agriculture and livestock census canvassers; 800 trainers.	About 36,000 people involved; list of staff by responsibility; training courses held.	
3. Definition and trialing of census instruments.	Activities and instruments for the 2002 census, fine-tuned and trialed.		
4. Updating of statistical cartography.	Cartography updated in both compact and disperse settlement areas covering the whole country; sample framework for household surveys and socioeconomic indicators (2002).	Evaluation report; definitive census form printed; instruction manuals and control forms finalized, printed and distributed. Magnetic files, maps and cartographic plans.	
5. Publicity.	Public prepared to respond to the census and ready to collaborate in its execution (2002).	Monitoring and evaluation report; documentaries and publicity on TV; propaganda in various communications media; posters, external publicity, etc .	
6. Enumeration	All census data collected throughout the country, December 2002. Up-to-date total population figure. Numbers of indigenous people by ethnic groups and languages, and number of minorities. Baseline for updating the poverty and income distribution map. Improvement of social policy formulation in Guatemala. Housing situation identified. Update of population age and gender structure.	About 3 million census forms filled in; over 1,000 and zonal and sector heads with material and human resources to carry out the census; stipends for 18,000 canvassers. Evaluation reports. About 3 million questionnaires processed; data captured; databases created; tabulations and output tables. Evaluation reports. Approximately 2.5 million homes selected to apply the evaluation and coverage form Material produced and published.	

OBJECTIVES	INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
<p>7. Data processing.</p> <p>8. Dissemination of census data and documentation.</p> <p>9. Agricultural census</p>	<p>Identify number of disabled people in the country to assist public policy formulation.</p> <p>Census questionnaires organized by department and municipio; data processed and databases set up (2003).</p> <p>Degree of omission in the census, quality of replies and consistency of data (April 2003).</p> <p>Production of documents, compact disks, triptychs, etc. containing census results (May, 2003)</p> <p>Greater representation of indigenous and minority groups in the political process.</p> <p>Social inequality in land use and tenancy.</p> <p>Numbers of small and large-scale producers.</p> <p>Bases to support policies that improve the situation of small-scale producers.</p> <p>Production units and types of products.</p>	<p>Technical staff trained; statistical cartography digitized; geo-referenced points.</p> <p>Project progress reports; financial statements and budgetary execution reports.</p> <p>Ministry of Agriculture and SEGEPLAN publications.</p>	

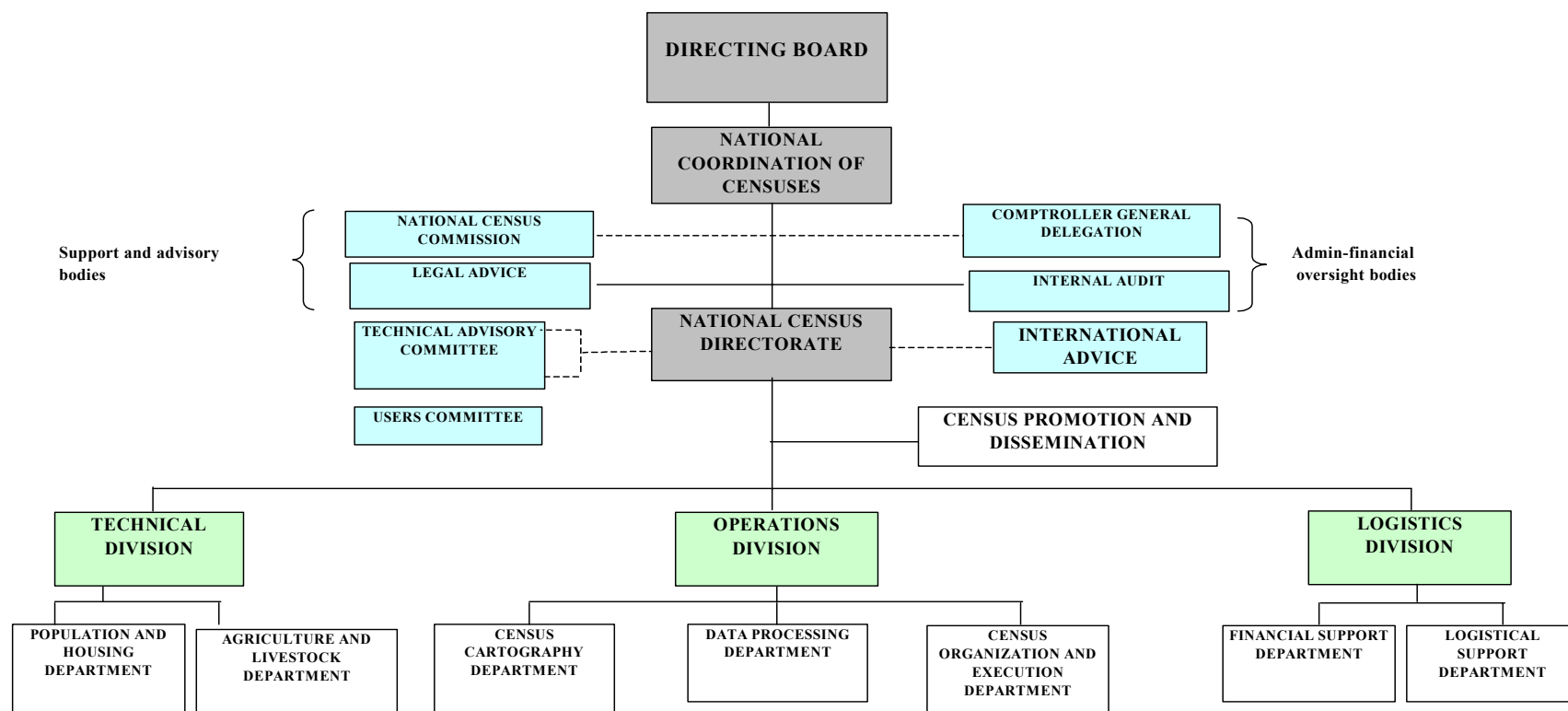
STRENGTHENING OF THE INE PROCUREMENT PLAN
GU-0170
 (in US\$)

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DIRECTING BOARD



INTEGRATED NATIONWIDE CENSUSES
ELEVENTH POPULATION CENSUS, SIXTH HOUSING CENSUS, FOURTH AGRICULTURE AND LIVESTOCK CENSUS
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NOTE: The departments will adopt functional structures internally, as required by the dynamic of the different stages.